

MEMORANDUM FOR: AD/OSR
ADD/OSR

Noel and John,

Attached for your information is a memo from
Howie. I found it very interesting and suspect
that you will as well.

Attachment:
as stated


Chief
Soviet Strategic Forces Division

Date 11 Mar 76

FORM 101 USE PREVIOUS
5-75 EDITIONS

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CITE

SECTION ONE OF TWO

TO:

EYES ONLY [REDACTED] AND CARVER

HEREWITH NIO/G-V-12

SUBJECT: NIO FUNCTIONS

1. CARVER'S 26 FEBRUARY MEMORANDUM IS AN ADMIRABLY CLEAR STATEMENT OF MAIN ISSUES AND OPTIONS REGARDING THE ORGANIZATIONAL ARRANGEMENTS FOR PRODUCING NATIONAL INTELLIGENCE.
2. IN CONSIDERING THE SEVERAL OPTIONS FOR THE INSTITUTIONAL LOCATION OF THE PEOPLE HAVING PRIMARY RESPONSIBILITY FOR PRODUCING NATIONAL INTELLIGENCE ESTIMATES AND MEMORANDA, I THINK THAT MAJOR ATTENTION SHOULD BE GIVEN TO THE NEED TO STRENGTHEN THE "INTELLIGENCE COMMUNITY" CONCEPT. UNLESS THIS CONCEPT IS UNDERSTOOD TO BE THE FRAGILE FLOWER THAT IT IS, AND UNLESS EACH INTELLIGENCE POLICY DECISION IS TAKEN WITH AN EYE TOWARD NURTURING IT, THE DCI'S ABILITY TO PERFORM EFFECTIVELY AS HEAD OF AN INTELLIGENCE COMMUNITY WILL BE JEOPARDIZED.

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3. THE FRAGILITY OF THE CONCEPT OF AN INTELLIGENCE COMMUNITY RESULTS IN LARGE PART FROM THE FRAGMENTED AUTHORITY FOR ALLOCATING ITS RESOURCES, THE LACK OF A COMMAND RELATIONSHIP FROM THE DCI TO THE HEADS OF THE INTELLIGENCE AGENCIES OTHER THAN CIA, AND THE EXISTENCE OF COMMAND RELATIONSHIPS BETWEEN THESE OTHER INTELLIGENCE CHIEFS AND HIGHER AUTHORITIES IN THE DEPARTMENTS AND AGENCIES IN WHICH THEY SERVE. THERE IS NO QUESTION THAT THESE OTHER INTELLIGENCE CHIEFS, AND HENCE THE ANALYTICAL GROUPS THEY COMMAND, NEED TO BE RESPONSIVE TO THE PRIORITY CONCERNS OF THEIR DEPARTMENTS AND AGENCIES. THE RECENT EXECUTIVE ORDER RECOGNIZES THIS NEED, WHILE AT THE SAME TIME INTRODUCING NEW MECHANISMS TO STRENGTHEN THE DCI'S POSITION--AND HENCE THE COMMUNITY CONCEPT ITSELF.

4. IN THESE CIRCUMSTANCES, HOWEVER, IT MUST BE UNDERSTOOD THAT THE PRODUCTION OF NATIONAL INTELLIGENCE DOES NOT NECESSARILY HAVE FIRST PRIORITY CLAIM ON THE ANALYTICAL TIME AND ATTENTION OF THESE OTHER INTELLIGENCE COMPONENTS. IT IS ONLY NATURAL FOR THE HIGHER AUTHORITIES TO WHICH THESE COMPONENTS REPORT TO WANT TO RELY AS EXCLUSIVELY AS POSSIBLE ON THEIR OWN INTELLIGENCE RESOURCES IN THE AREAS WHICH MATTER MOST TO THEM, AND FOR THE COMPONENTS TO WANT TO SERVE THEM AS EXCLUSIVELY AS POSSIBLE. TO

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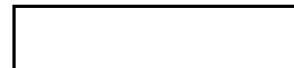
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OVERCOME THIS NATURAL TENDENCY, IT IS OBVIOUS THAT NATIONAL INTELLIGENCE PRODUCTS MUST BE OF HIGH QUALITY, MUST BE RELEVANT TO THE CONCERNS OF POLICY OFFICIALS IN THE AFFECTED DEPARTMENTS AND AGENCIES, AND MUST INVOLVE THE PARTICIPATION OF THEIR INTELLIGENCE COMPONENTS IN A MAJOR WAY. IT IS PERHAPS LESS OBVIOUS THAT THE PEOPLE HAVING PRIMARY RESPONSIBILITY FOR PRODUCING NATIONAL INTELLIGENCE ESTIMATES AND MEMORANDA MUST BE FREE OF WHAT CARVER CALLS "ANY APPARENT TAIN" OF DOMINANCE BY ANY SINGLE AGENCY -- INCLUDING THE CIA--AND MUST BE LOCATED HIGH ENOUGH IN THE HIERARCHY TO HAVE EFFECTIVE CALL ON--THOUGH NOT COMMAND OVER--ALL RELEVANT RESOURCES OF THE INTELLIGENCE COMMUNITY.

5. THE FOREGOING REQUIREMENTS ALONE LEAD ME TO RULE OUT ALL BUT THE D/DCI/IC OPTION AND THE DCI STAFF ELEMENT OPTION DESCRIBED IN CARVER'S MEMORANDUM.

6. AS BETWEEN THESE TWO OPTIONS, IT SEEMS TO ME THAT THE CHOICE WOULD NEED TO FLOW LARGELY FROM A DECISION ABOUT WHETHER THE "EXTENDED RANGE FUNCTIONS" WHICH CARVER DESCRIBES NEED TO BE PERFORMED FOR THE COMMUNITY BY ONE ORGANIZATIONAL ENTITY. MY EXPERIENCE OF THE PAST TWO YEARS TELLS ME THAT THE NEW DCI SHOULD NOT BE LED TO EXPECT "EXTENDED RANGE FUNCTIONS" TO BE CARRIED

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OUT EFFECTIVELY ON HIS BEHALF BY THE NIO SYSTEM AS IT IS PRESENTLY CONSTITUTED AND STAFFED. LET'S FACE IT, THIS NIO (AND I BELIEVE OTHERS) IS NOT AND WILL NOT BE CAPABLE OF EFFECTIVELY CARRYING OUT THE "EXTENDED RANGE FUNCTIONS" THEORETICALLY ASSIGNED TO HIM. NATIONAL INTELLIGENCE PRODUCTION OCCUPIES MY (AND I BELIEVE THEIR) VIRTUALLY FULL TIME ATTENTION. JUDGMENTS ABOUT THE COST-BENEFIT OF COMPLEX FUTURE COLLECTION SYSTEMS, AND JUDGMENTS ABOUT ANALYTICAL RESOURCE ALLOCATION AMONG THE SEVERAL IMPORTANT GEOGRAPHICAL AND FUNCTIONAL AREAS OF INTEREST TO THE COMMUNITY, SIMPLY CANNOT BE ADDRESSED SERIOUSLY BY PEOPLE HAVING AS LITTLE STAFF CAPACITY AS THE NIOS.

7. THUS I BELIEVE THAT THE DCI SHOULD KEEP THE NIO'S OR THEIR SUCCESSORS ORGANIZATIONALLY SEPARATE ONLY IF HE EXPECTS THEM TO BE RESPONSIBLE ALMOST EXCLUSIVELY FOR OUTPUT. IF, HOWEVER, HE WANTS "EXTENDED RANGE FUNCTIONS" TO BE PERFORMED BY A SINGLE ORGANIZATIONAL ENTITY, I THINK HE WILL NEED TO INCORPORATE THOSE RESPONSIBLE FOR NATIONAL INTELLIGENCE PRODUCTION INTO THE IC STAFF AND PLAN TO HAVE THIS STAFF COLLECTIVELY PERFORM THE "EXTENDED RANGE FUNCTIONS." I DO NOT MEAN BY THIS COMMENT TO SAY THAT THOSE RESPONSIBLE FOR OUTPUT SHOULD, IF PLACED WITHIN

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THE IC STAFF, BE DIVORCED FROM DIRECT CONTACT WITH THE DCI ON THEIR SUBSTANTIVE AREAS, OR THAT THEY SHOULD PERSONALLY BE EXPECTED TO HEAD UP LARGE GEOGRAPHIC OR FUNCTIONAL UNITS WITHIN A REORGANIZED IC STAFF. RATHER, I MEAN THAT THEY SHOULD BE PLACED IN AN ORGANIZATIONAL POSITION WHERE THEY COULD EXERCISE MORE DIRECT INFLUENCE ON THE LONG RANGE COLLECTION PLANNING AND RESOURCE ALLOCATION ASPECTS OF THE IC STAFF'S WORK.

8. AS BETWEEN A SEPARATE ORGANIZATION~~AL~~ CHARGED WITH NATIONAL INTELLIGENCE OUTPUT AND A COMBINED ORGANIZATION CHARGED WITH "EXTENDED RANGE FUNCTION," I HAVE NO STRONG RECOMMENDATION AT PRESENT.

9. CARVER'S PRESENTATION LEADS LOGICALLY TO THE ANSWER TO A QUESTION HE DID NOT ADDRESS IN ANY DETAIL: WHAT WILL SUCCEED THE USIB? IF NATIONAL INTELLIGENCE IS TO INVOLVE THE OBJECTIVES WE HAVE AGREED WITH PFIAB ARE ESSENTIAL--E.G., BRINGING THE BEST COMMUNITY EXPERTISE TO BEAR ON A PROBLEM; THOROUGHLY ANALYZING THE UNCERTAINTIES AND GAPS IN THE COMMUNITY'S INFORMATION, AND SURFACTING TO THE CONSUMER BOTH THE UNCERTAINTIES AND THE DIFFERENCES OF VIEW WHICH EXIST IN THE COMMUNITY--THEN ALL AGENCIES WITH SUBSTANTIVE COMPETENCE ABOUT AN ESTIMATIVE PROBLEM MUST BE

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INCLUDED IN PRODUCING A NATIONAL ESTIMATE ON THE PROBLEM.
IF AGENCIES ARE INCLUDED AT THE ANALYTICAL LEVEL, THEY HAVE A
RIGHT AND RESPONSIBILITY TO BE INCLUDED AT THE SUPERVISORY LEVEL.
IT FOLLOWS THAT THE HEADS OF THE INTELLIGENCE AGENCIES HAVING
RESPONSIBILITY FOR SUBSTANTIVE INTELLIGENCE PRODUCTION WILL
NEED TO REVIEW NATIONAL INTELLIGENCE ESTIMATES BEFORE THEY ARE
ISSUED. PRESUMABLY THE MOST EFFECTIVE WAY FOR THEM TO DO THIS

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IS AS A SITTING BOARD OR PANEL, THUS SOMETHING LIKE THE USIB
WILL NEED TO BE RECONSTITUTED.

10. THE QUESTION OF MEMBERSHIP ON SUCH A BOARD OR PANEL IS
HEAVILY DEPENDENT ON WHETHER THE DCI AND THE NEW DEPUTY SECRETARY
OF DEFENSE FOR INTELLIGENCE DECIDE THAT THE DCI SHOULD HEAR
DIRECTLY THE VIEWS OF THE NON-DIA INTELLIGENCE CHIEFS IN THE
DEFENSE DEPARTMENT. I BELIEVE THAT IF THE JOINT CHIEFS OF STAFF
ARE GOING TO KEEP ON GETTING THE VIEWS OF THE SERVICE INTELLIGENCE
CHIEFS DIRECTLY (AS OF COURSE THEY WILL), THEN THE DCI HAD BETTER
KEEP ON GETTING THEM DIRECTLY TOO. IN THIS CASE, THE NEED TO
GUARD AGAINST GETTING BLIND-SIDED WOULD ALSO CONTRIBUTE TO THE
INTELLIGENCE COMMUNITY CONCEPT.

11. NEXT, THERE IS THE QUESTION OF THE DESIRABILITY OF A
COLLEGIAL BOARD OF NATIONAL ESTIMATES, AS RECOMMENDED BY THE
MURPHY COMMISSION AMONG OTHERS. YOU KNOW MY SHORT-HAND VIEW OF

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THE FEASIBILITY OF FINDING A SMALL GROUP OF PEOPLE WHO CAN EFFECTIVELY SUPERVISE THE PRODUCTION OF NATIONAL ESTIMATES ON THE RANGE OF PROBLEMS THE INTELLIGENCE COMMUNITY CONFRONTS TODAY, ESPECIALLY CONSIDERING THE RANGE OF SOPHISTICATED INTELLIGENCE COLLECTION AND ANALYTICAL TOOLS IN USE TODAY, IT IS THAT SUCH A CONCEPT ERRONEOUSLY ASSUMES THAT RENAISSANCE MAN IS AVAILABLE TO WORK FOR THE CIA AT \$38,000 PER YEAR.

12. HOWEVER, WITH TWO YEARS OF EXPERIENCE BEHIND ME, I NOW BELIEVE THE NIO SYSTEM HAS SWUNG TOO FAR TOWARDS COMPLETE INDIVIDUALITY. FOR LACK OF ANY COLLEGIALITY, WE SOMETIMES TRIP OVER EACH OTHER IN REQUISITIONING ANALYTICAL RESOURCES FROM SOME COMPONENTS (NOTABLY WITHIN CIA) AND WE SOMETIMES LET SUBSTANTIVE QUESTIONS SLIDE BECAUSE THEY FALL BETWEEN OUR INDIVIDUAL AREAS OF RESPONSIBILITY. A MODIFIED FORM OF COLLEGIALITY, AT LEAST WITH RESPECT TO IDENTIFYING WHAT PROBLEMS SHOULD BE ADDRESSED, ON WHAT PRIORITY, AND EMPLOYING WHAT ANALYTICAL RESOURCES, SHOULD BE EXPLORED AS PART OF ANY NEW STRUCTURE FOR THE PRODUCTION OF NATIONAL INTELLIGENCE ESTIMATES AND MEMORANDA.

amen!

13. AS FOR A STAFF OF NATIONAL INTELLIGENCE DRAFTERS LIKE THE OLD ONE STAFF, I CONTINUE TO OPPOSE IT STRONGLY. AGAIN, THE

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FRAGILITY OF THE CONCEPT OF AN INTELLIGENCE COMMUNITY IS AN
IMPORTANT FACTOR. ONE OF THE FEW WAYS WE HAVE TO OBTAIN MAJOR
PERMANENT AGONY INVOLVEMENT IN NATIONAL INTELLIGENCE ESTIMATES--"MAJOR"
MEANING WITH EXTENSIVE ANALYTICAL PARTICIPATION RATHER THAN
PARTICIPATION BY PROFESSIONAL METING-GOERS ALONG--IS TO KEEP
PUSHING THE DRAFTING REQUIREMENTS OUT TO ANALYTICAL TEAMS DRAWN
FROM THE VARIOUS AGENCIES. WHAT IS REQUIRED IS MORE SUPPORT
FROM US FOR THESE TEAMS--GOING TO BAT FOR THEM TO GET ACCESS
TO DATA, SPONSORING SEMINARS AND TRIPS FOR THEM, GETTING CONSULTANTS
TO HELP THEM WHERE APPROPRIATE, GIVING THEM FIRST-QUALITY EDITORIAL
AND GRAPHIC ASSISTANCE, ETC. ^(Estimative) THUS I RECOMMEND THAT WE CONSIDER
AN EXPANDED NATIONAL INTELLIGENCE PUBLICATIONS STAFF, BUT OPPOSE
A DRAFTING STAFF LIKE THAT EMPLOYED BY ONE IN THE PAST.

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